

CA24N
2 1
-77N106

Government
Publications

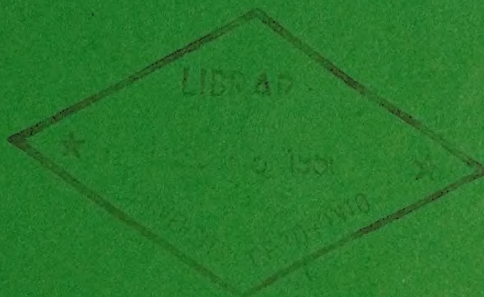


the ROYAL COMMISSION on the NORTHERN ENVIRONMENT

SUPPLEMENTARY BRIEF TO THE
ROYAL COMMISSION ON THE
NORTHERN ENVIRONMENT
BY

THE CORPORATION OF THE TOWN OF
SIOUX LOOKOUT

Funding Program Report





CA2ΦN
2 1
-77N106

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

J.E.J. FAHLGREN, COMMISSIONER

SUPPLEMENTARY BRIEF TO THE

ROYAL COMMISSION ON THE

NORTHERN ENVIRONMENT

BY

THE CORPORATION OF THE TOWN OF

SIOUX LOOKOUT

Prepared by


Northwest Management Consulting

John E. Parry, M.B.A.

Pamela J. MacKay, M.A.

March 1979

THIS PUBLICATION HAS BEEN PREPARED WITH THE
FINANCIAL ASSISTANCE OF THE ROYAL COMMISSION
ON THE NORTHERN ENVIRONMENT'S FUNDING PROGRAM.
HOWEVER, NO OPINIONS, POSITIONS OR RECOMMEND-
ATIONS EXPRESSED HEREIN SHOULD BE ATTRIBUTED
TO THE COMMISSION; THEY ARE THOSE SOLELY OF
THE AUTHOR(S).



Digitized by the Internet Archive
in 2024 with funding from
University of Toronto

<https://archive.org/details/31761119701597>

CONTENTS

I	INTRODUCTION
II	SUMMARY OF CONCLUSIONS
III	PROJECT OBJECTIVES
IV	PROJECT METHODS AND TIMETABLE
V	THE INTERVIEW PROCESS
VI	THE QUESTIONNAIRE PROCESS
VII	THE WORKSHOP PROCESS
VIII	SYNTHESIZING THE PROCESSES
IX	CONCLUSIONS

APPENDICES

1	PRELIMINARY BRIEF
2	QUESTIONNAIRE
3	ANALYSIS OF ORIGINAL BRIEF POSITIONS JUXTAPOSED WITH QUESTIONNAIRE RESPONSES
4	QUESTIONNAIRE TABULATIONS
5	COMMENTS ON QUESTIONNAIRES
6	PUBLIC WORKSHOP MEETING PROCEDURES 1. Instructions 2. Questions
7	TABULATION OF RESPONSES TO QUESTIONS AT MEETINGS
8	PUBLICITY MATERIALS 1. Advertisement 2. Mail Flyer 3. R.C.N.E. - Supplied Flyer 4. Covering Letter 5. Schedule of other publicity 6. Request for Returns

INTRODUCTION

This brief was produced for the Town of Sioux Lookout by Northwest Management Consulting. Funding for this project was provided by the Royal Commission on the Northern Environment.

Northwest Management Consulting was the only applicant responding to the Town's advertisement seeking a group of individuals to undertake the project. Mr. John E. Parry, the principal of Northwest Management Consulting and a member of council, declared his conflict of interest in applying, under the terms of the Municipal Act.

The brief constitutes the Town's participation in the interim public participation program, for projects to be completed before March 31st, 1979.

(3)

Our major conclusions from this project are as follows:

- There is solid support for the positions put forward in the Town's original brief.
- Lack of housing is seen as the major problem in the Town of Sioux Lookout at present.
- Alcoholism is seen as a grave problem, and one not easily solved.
- There is an apparent need and desire to improve intercultural relations.
- A significant division of opinion exists on the adequacy of social and recreational facilities.
- A senior citizens home is a high priority.
- Citizens of the Town are interested in large-scale development, but it appears they would rather see it elsewhere.
- Local involvement in development planning is desired.
- There is a low level of interest in the Royal Commission on the Northern Environment at present.
- A large majority of those who were interested in the Commission's work support its continuation.

The major objective of the project was to incorporate the community perspective into a review of the Town's original brief. It was desired to arrive at a general and authoritative consensus on the Town's view of the environment and the future, and to reflect the impact from the Commissions's initial hearings and report.

By and large we feel that this objective was accomplished, although we could certainly have wished for a better level of participation in all three programs used.

It was intended to incorporate the views of a broad section of the local citizens, and to avoid, if possible, over-representation of the views of special-interest bodies or single issue groups. This we feel was accomplished to a good degree, although the low participation, particularly by in-town residents, obviously leaves the conclusions open to question - not that any process or any degree of participation ever safeguards conclusions against this.

METHODS

Public workshop meetings, personal interviews and a questionnaire program were selected as three demonstrably different ways to gather and examine the opinions of citizens of the Sioux Lookout area.

The questionnaire program was chosen as an efficient way of testing reactions to the initial brief, of collecting opinions on issues raised subsequently, of sounding citizens opinions on possible future options, and learning their priorities on the future planning of facilities and services. As such, the questions were quite direct, and designed to be readily analyzable. This was necessary to produce a body of conclusions which could be identified and presented with a reasonable degree of assurance.

The meeting program was designed to provide a directive process towards specific conclusions on problems, causes, and needs, but no direction at all was given to participants as to specific topics they should discuss. The overall aim was for participants to produce specific, ranked statements on Sioux Lookout's problems and their causes, and then to proceed to rank the Town's needs.

The interview program was designed to be as non-directive as possible. Interviewees were encouraged to talk of their own hopes and aspirations for the Town. This, it was felt, would allow the interviewer to hear attitudes and opinions which might not be expressed at a public meeting or on a questionnaire. Another planned use of the interviews was to monitor how the public viewed the questionnaire and meeting programs, and to identify and if possible eliminate any problems which arose.

TIMETABLE

In response to the Town's advertisement for bids, in the weeks of January 16th and January 22nd, our submission was entered on January 26th.

Verbal agreement on the details of the project was reached with the Commission and Town officials during the week of February 12th, and work on the project commenced on February 19th.

By the end of February the design and specification work on the project had been completed, and questionnaires were made available from March 2nd right through to March 22nd.

TIMETABLE - Continued

-5-

Unfortunately other evening committments delayed the start of the public workshop meetings. Public meetings held were as follows:

<u>DATE</u>	<u>TIME</u>	<u>MEETING</u>	<u>ATTENDANCE</u>
March 9th	3:00 PM	Publicity/Information	8
March 14th	3:00 PM	Information/Demonstration (High School)	1 Student 2 Teachers
March 14th	7:30 PM	Workshop	7
March 15th	3:00 PM	Workshop	1 Cancelled
March 15th	7:30 PM	Workshop	3 Cancelled
March 19th	7:30 PM	Workshop	4 Cancelled
March 22nd	7:00 PM	Workshop	11

Interviews were carried out between March 6th and March 22nd.

Analysis of results was started during the week of March 19th and completed the following weekend, in accordance with the Commission's stated, and our agreed, timetable.

OBJECTIVES

The purpose of the interviews was to discuss with residents of the Town their hopes and frustrations, concerns, and aspirations for the Town of Sioux Lookout. It was felt that this method would allow interviewees to expand freely upon their opinions and to introduce ideas not included in the original brief or questionnaire. It was hoped that the interviewer would get a general impression of the interviewees perception of the need and the potential for development in Sioux Lookout and in Northwestern Ontario and of the distastes to development.

DESCRIPTION

The original mailout invited all residents of Sioux Lookout to participate in the project by filling out the questionnaire or giving a personal interview. This resulted in only one interview. The random telephone calls which were made to stimulate interest in the project produced ten more people who preferred to express their opinions in person and appeals over the radio brought that number to fourteen.

When time permitted, a copy of the brief was mailed to the interviewee for review. Interviews took place in the interviewee's home. The interview followed basically the same format but the discussion took different directions, according to the interest of the interviewee. Interviewees were asked to give their impression of the Roayl Commission on the Northern Environment. They were asked general questions about the scale and type of development they favoured for the area and the town, and how much growth they felt was desirable. Interviewees were asked to express their perception of Sioux Lookout's problems and needs. They were also asked what they perceived as barriers to development.

RESULTS

The open invitation to all resident produced a diverse group of interviewees of varying ages and occupations which included both long-time residents and new arrivals. In their observations and attitudes, these individuals held more in common than their outward differences would suggest. All of the interviewees were aware of the Roayl Commission on the Northern Environment and recalled the original hearing in Sioux Lookout, which a few had attended. Most felt that the Commission had been important in awakening public awareness about issues affecting Northern Ontario. A few did not know that the Commission work was continuing; others expressed disappointment with the follow-up to the initial meetings. One person reflected that perhaps we expected too much, too soon. Two interviewees dismissed the Commission as "useless" and "bunk".

The interviews centred on local concerns and although some interviewees expressed an interest in the development of all of Northern Ontario, for the most part discussion remained rooted in the concrete particulars of this community. Some interviewees mentioned the far north, as a special area but opinion was divided on how questions of development in this area should be approached. Several persons were concerned about the preservation of the Native culture and felt that because development would have greater impact in previously isolated areas, it must be preceded by careful planning with Indian people.

Others stated the view that Native rights should not be an obstacle to development and that assimilation of the Native Culture is inevitable and necessary.

The main focus however, was Sioux Lookout and the immediate area. The necessity for some economic development in the Town was stressed by all the interviewees. Development was seen as providing job opportunities, money for improvements to the Town and growth that would result in better services and facilities. It would relieve the precarious dependance on the CNR and the radar base. There was a general feeling among the interviewees that Sioux Lookout had a stake in development within a fifty mile radius and that any new development in this area should be annexed to the Town. This concern seemed to imply that these interviewees felt that a development in an outlying area was a more likely source of future growth than a development in the existing townsite.

Most interviewees favoured a medium scale development or a number of smaller developments which would result in the Town doubling its size by 1990. One interviewee wanted only cottage industries to replace jobs which may be lost in the future, and to support a slight increase in population. A pulp and paper mill was the industry that came most readily to the minds of most interviewees. A few elaborated upon this idea, one specifying a mill that would include all aspects of production and another suggesting an extension of the present sawmill of Hudson to include a chipboard plant, and a facility for the utilization of wood wastes. A small furniture factory was suggested and several people approved of the idea of a coffin factory which is presently being explored. A few persons mentioned fish processing. One interviewee thought that any future industry should provide skilled technological jobs for which people might be trained, rather than labourer positions. Interviewees were divided in their opinions of a nuclear spent fuel facility as a industry. A few felt that the subject required more research, a few were willing to consider the possibility and an equal number were adamantly opposed to the idea. The suggestion that alternative technology be developed in the area met with an enthusiastic response, although generally it was not introduced by the interviewee.

Most of the interviewees did not seem too overly concerned about the impact of resource development or industry on the physical environment. There was generally a feeling of confidence that

present environmental controls and modern technology could keep the effects to a minimum. Forests were seen as a renewable resource. One interviewee felt that the woods industry should be made to reforest better. Another had strong views on the "inadequacy of present methods of regeneration" and stressed that more money must be spent to achieve long term sustained yield.

Most interviewees felt that an industry in or near Sioux Lookout would bring the economic growth and increased population needed for better facilities and services. Some dissatisfaction was felt with existing establishments. The most common complaint was the lack of variety of consumer goods, especially food, the poor quality of produce and high prices. The explanation given by a number of interviewees for high prices was that they were fixed by mutual agreement among store owners. One interviewee disagreed with this opinion, saying he has noted prices in other centres and finds they are comparable.

Inadequacies in the health system was another concern expressed by a number of interviewees, who pointed to the unavailability of specialists, a shortage of dentists and the need for a chronic care/nursing home facility. A suggestion was made that the amalgamation of the hospitals might bring improvements.

The educational system was seen as satisfactory, although two interviewees felt very strongly about the need for remedial and special education. Several others thought there should be more adult education and job training opportunities.

Of those who felt that recreation facilities were lacking - about half the interviewees - some saw a need for a pool, others a community centre and another more playgrounds and a bowling alley. Most interviewees felt that there was not enough entertainment. Many wanted more more variety in television programming; others wanted to see more entertainment brought into the town such as musical concerts and theatre. The lack of social outlets was seen to be a particular problem for teenagers. It was observed that bars are the main social venue, especially for young people. Several interviewees observed that now a pattern of going to bars was established it would be difficult to change it by offering more social activities.

Alcoholism was seen as an acute problem in Sioux Lookout. Several people condemned the attitude of acceptance of alcohol which they feel prevails in the community. Social problems related to alcohol such as family breakdown and domestic assault were remarked upon. Vandalism by young people was seen as another symptom of the same boredom which is part of the alcohol problem.

Several of the interviewees had experienced the difficulty of finding rental accomodation in Sioux Lookout and felt that the housing shortage was a pressing problem. The reasons suggested

for the shortage were a lack of available land and poor planning on the part of the local government. A number of interviewees saw a need for physical improvements to the Town, specifically road paving.

The housing shortage was thought to be one obstacle to development. More important it was felt that the Town suffers from an insular, conservative attitude which discourages development. Much of the blame was placed on local government where, in the minds of some interviewees, this attitude is especially evident. They believe the Town council is made up of the business establishment which blocks development in the business sector to keep out competition. The rest of the population are seen as either too secure or too apathetic to initiate development. Another reason for Sioux Lookout's slow growth was thought to be the proximity of Dryden, which attracts new development that might otherwise locate in Sioux Lookout.

With whom does the responsibility for bringing about these changes rest? Generally the interviewees recognized a need for more local involvement in the planning process, but there was a feeling that the initiatives of provincial and federal governments are essential to achieve improvements. As to their responsibilities as private citizens, only a few saw their personal actions as affecting the future of the area.

OBJECTIVE

The primary objective of the questionnaire process was to assess the degree to which the Town's original brief reflects the views of the citizens of the Sioux Lookout area.

A major secondary objective of the questionnaire was to enable respondents to comment on development issues which have attracted public attention since the original brief was presented.

A future objective was to obtain some idea from respondents of their priorities and preferences in key areas - types of economic activity, recreation, services, rental housing types, health care services.

We also felt that it would be useful to probe respondents' attitudes to the space in which they live. Finally, we believed that it would be useful to the Commission to obtain some idea of what the respondents thought of its past and future.

DESCRIPTION

The attached questionnaire, Appendix 2, six pages long and containing fifty-four questions, was made available to any one who asked for it. A copy of the Town's original brief was also provided on request.

Availability of the questionnaire was publicized verbally, by newspaper advertisement, on radio station CBLS, and by a flier in every mail box. Questionnaires were made available for pick-up at the Town office, the library, the Friendship Centre, Northern Affairs, and at our own office.

Owing to an initial poor response, approximately fifty households were called at random to ask them if they would fill in a questionnaire. Response was good.

Approximately one hundred and thirty copies were printed and given out and sixty-seven returned, of which one was blank.

ANALYSIS OF QUESTION SOURCES IN QUESTIONNAIRE

<u>Questions based on:</u>	<u>NUMBER</u>
Views supported or opposed in original brief	20
Views noted in original brief, but not supported or opposed.	1
Views implied in original brief but not explicitly stated.	9
Wish to sound respondent's opinion on views not stated in original brief.	8
Desire to determine spatial attitudes.	2
Aim of prioritizing perceived specific needs or deficiencies.	6
Issues perceived after presentation of original brief.	3
Issues considered as omissions from original brief.	3
Views on the R.C.N.E.	<u>2</u>
	54

RESULTSSUMMARY OF QUESTIONNAIRE RESPONSES

- i Of 130 questionnaires distributed, 66 were returned in time and completed to a sufficient degree to permit analysis, giving a response rate of 51%.
- ii Twenty questions were based on views stated in the Town's original brief. In all cases the overall response supported the position of the original brief.
- iii Nine questions were based on views implied in the Town's original brief. Again, in all cases the overall response supported the position of the original brief.
- iv In general, the respondents expressed support for the Royal Commission on the Northern Environment.
- v Comments were limited, generally intelligible and, in our opinion intelligent.

QUESTIONNAIRE RESPONSES - ANALYSIS

The tabulation of responses from the 66 completed questionnaires received is included in this report as Appendix 4. We have transferred the numerical agreement rating score to a copy of the questionnaire in order to juxtapose it with the positions stated in the original brief. We have expressed the results of the numerical analysis in terms of strength of agreement/disagreement, e.g. "inconclusive", "tending towards agreement", "general agreement", "agreement", "definite agreement", "strong agreement".

Following is our evaluation of the responses to the questionnaires

The opening question about control of land development by a locally-based body of elicited general agreement. It is felt that this agreement would have been stronger if the more moderate phrasing of the original brief "carefully controlled" had been used instead of "strictly controlled".

An endorsement of large-scale development which was only cautiously expressed in the original brief was received with enthusiastic agreement in the questionnaire. The statement which presented the alternative to large-scale development, "small-scale locally operated activities"-the implicit preference in the original brief - resulted in divided opinion, perhaps because of its description as "the only viable means" of development.

It is significant that there was also a definite agreement with the proposition that stricter environmental controls are needed and general disagreement that the threats of industry to the environment are small. There was also strong agreement with the statement that present methods of forest regeneration are inadequate and new methods must be adopted. It seems that the condition attached to the suggestion of large-scale development, "that it contains adequate safeguards to protect our environment", was central to its endorsement.

The original brief expressed the view that "The major forms of physical development we see likely to occur relate to land, tourism, minerals extraction, industry woods harvesting and traditional pursuits. When respondents were asked to select preferred areas for future development, the results show that the number of votes for each choice are very close, with tourism receiving the most votes, and forestry the second highest number.

This preference for the development of tourism is supported by a disagreement with the statement that tourist activities are an undesirable intrusion and a general agreement that we need more tourist attractions. The responses to the statement that tourism is the most desirable industry for the area were inconclusive but tend towards agreement. The implication that tourism should be encouraged exclusively may have undermined agreement with this statement.

Thirty-one people chose traditional pursuits as an area which should be developed, only one less than chose mining or manufacturing. There was general agreement with the suggestion that development of traditional pursuits might be aided by setting quotas to ensure full harvesting, or through a natural resource corporation. The respondents tended to disagree that traditional pursuits should be managed only by Native people themselves.

Although the respondents favoured the idea of a large-scale development when the idea was put forward in a general context, this attitude changed when the scale of development was related specifically to the Town of Sioux Lookout. They tended to agree in question 20 that Sioux Lookout is not suitable for large-scale development and strongly agreed with the idea of small-scale industry, producing for local and specialty markets. The proposal that more money be spent on alternative energy projects was responded to with enthusiasm, as was the suggestion that greenhouse gardening and hydroponics operations be encouraged. Respondents tended to disagree with the Polar Gas proposal and disagreed that Northern Ontario would be a good site for nuclear spent fuel storage.

The general agreement that the tax system be adjusted to allow taxation of operations outside the town's boundaries, and the majority of respondents who thought Sioux Lookout should be the townsite for a development up to fifty miles from the town, revealed that respondents feel the town should benefit from developments in the surrounding area.

As might be expected, there was a strong objection to proposed cuts in passenger rail service (q. 28). There was stronger agreement about wanting inclusion in the Norontair network (q. 30) than for jet handling facilities (q. 29), which perhaps indicates that people are more concerned about regional connections than main-line service. There is now a daily scheduled service to Thunder Bay, but this may not have been in operation long enough to affect people's perception of a need for Norontair service.

Sioux Lookout was considered to be lacking in shopping facilities by a majority of respondents, (q. 31) and secondly in service trades. Only twelve respondents saw a need for expanded government services, and there was general agreement that we don't want to become a government town of three-to-five-year people. (q. 32).

The answers to questions 33 and 34 reveal a perception of a need for physical improvements to the town. Respondents definitely agreed that the general appearance of the town needs improving, though somewhat fewer felt that road paving is an urgent matter. There was strong agreement that a housing crisis exists in Sioux Lookout (q. 35). When asked what kind of rental accommodation was needed most (q. 36), single family dwellings received the most votes, with apartment buildings the second. It seems that single family dwellings are still considered one of the choice entitlements of life in a small town. Although a need is seen for residential development,

in recreational areas is undesirable (q. 37). Yet there is general agreement that much land could be given over to development without infringing on its recreational uses, so presumably it is felt that industrial development would not be competing for recreational areas such as lakeshore, in the same way that residential development would.

The health care system was felt to be lacking in the area of dental health care by 79% of the respondents and 59% felt that specialist care is lacking. Mental health care and hospital facilities were thought to be inadequate by 33% and 23% respectively. Pre-natal care was evidently applauded as only 4% marked it as inadequate. Three per cent of the respondents made no criticism (q.38).

Question 41 concerning additions to present recreational facilities showed that an indoor swimming pool is the most popular choice, followed by tennis courts and more developed outdoor recreation areas.

The majority of respondents did not agree that current recreational facilities failed to serve all age groups (q. 42). Among those who did agree, most felt that those 60 years and over were most poorly served and secondly, teenagers. This observation supports the strong agreement that Sioux Lookout needs a wider range of services for senior citizens. (q. 39)

A large majority of respondents stated a willingness to pay increased taxes to help finance improvements. (q. 43)

Several areas not mentioned in the original brief where a deeply felt need was expressed in the questionnaire were adult education, (Q. 48) special education (q. 47) and cultural activities such as visits by performing artists (q. 45).

The suggestion that the two cultures must work towards greater understanding was strongly agreed with (q. 49). The general agreement that the Treaty #9 should be renegotiated (q. 7) and the agreement that Indian culture and history should be included in educational curricula (q. 46) supports this desire.

A slightly higher number of respondents felt that there are enough social activities and amenities in Sioux Lookout than felt they are lacking (q. 50). Obviously more social outlets is not the answer to the alcohol abuse problem perceived by almost all respondents (q. 51), although it is often offered as a solution.

The area with which respondents felt personally concerned varied widely. Twenty-one were concerned about all of Northern Ontario twelve were most interested in all of Ontario west of Wawa, 20 in the Kenora district and 10 in the Kenora District north of the C.N.R. (q. 52).

As is fast becoming a modern tradition, several respondents included comments with their questionnaire responses. Most comments were in the nature of qualifications to the response which were obviously meaningful to the commentator and in most cases made good sense to the reviewers.

Two commentators felt that treaties should be eliminated from the scene to ensure "equal treatment" and several mentioned economic and technical limitations on various propositions. Half a dozen respondents had evident difficulty with the phrasing of questions on tourism and we would acknowledge that these could have been better phrased.

An M.N.R. spokesman and two other respondents felt that question 12 was loaded, but this question in fact attracted the third highest agreement rating on the entire questionnaire. We would accept the criticism that the question was to some extent loaded by the inclusion of the second part - since everyone supports "better methods" but few know what present or better methods actually are. The response would appear to indicate that if the critics assertions that present methods will not deplete the woods resource, and that 100% regeneration is taking place now are correct, then a great deal of public information effort is needed.

One commentator suggested a study of Thompson, Manitoba as a community where greenhouse agriculture had been successful, while two felt it was too expensive. One noted the Federal governments recent initiatives on renewable energy research.

The question on willingness to pay increased taxes to help finance improvements understandably attracted many comments, by way of suggested priorities and questions as to what improvements. Several respondents warned of the need to concentrate on maintaining and improving quality of life in the area, as opposed to simply seeking material improvements.

Finally the last question on the Commission's future role, attracted more comment than any other. These comments are included, unexpurgated, for the Commission's consideration.

OBJECTIVES

The primary objective of the workshop process was to determine what participants saw as Sioux Lookout's problems, and what they believed to be the causes of these problems. In order to give a comparative view, the workshops aimed at ranking problems in order of importance. Causes of these problems were also ranked in order of importance, and then in order of susceptibility to solution. This was undertaken to gain some idea of how participants saw the steps, and their relative difficulty, in the solution of the problems.

The parallel objective to identification of problems was identification of needs. Subsuming this objective was an interest in seeking where perceived needs did not match perceived problems - this, it was felt, would help identify which problems were seen as insuperable, and also which were viewed as derivatives of other problems, that is as symptoms as well as problems in themselves.

DESCRIPTION

The format for the public workshop meetings was modelled on the Delphi technique, invented by the Rand Corporation and designed to produce a group consensus through controlled discussion in which each person's opinion is given equal weight. Groups are of 10 people or less, each with an animator who directs procedures and records results. Broad topics for discussion are introduced, but specific subjects are decided upon through the group process.

In our meetings, each person in the group was first asked to make a list of what they perceive as Sioux Lookout's main problems; each in six words or less, ranked in order of importance. These ballots were collected and results recorded on a blackboard with any necessary clarification by the author of a particular problem. Scores were assigned to each problem, according to the rank order on the individual ballot. Total scores were tabulated and problems ranked. Each problem was given a one minute explanation by a volunteer who put that problem in the highest place.

The ballot process was repeated, this time with the stipulation that no new problems be introduced. The changes in order were noted, and explanations for changes given by those who moved a particular problem up or down. The problems which received no score were eliminated, the voting repeated and the problems ranked again. The list was cut off at nine problems, and the voting process repeated, using only these surviving problems.

Participants were then asked to form groups according to the problem they ranked the highest, but evening out numbers where necessary. Each group analyzed the causes of its particular problem and ranked these causes in order of importance and in order of susceptibility to solution. A spokesman for each problem group read the results to the entire group.

The Delphi process was repeated to determine Sioux Lookout's needs, which it was emphasized might or might not be related to the specific problem.

Towards the end of the meeting, participants were asked to fill out a supplementary questionnaire, Appendix 6, which deals with areas and scale of potential development, and with political processes in Northern Ontario. In the first meeting these issues were discussed and voted on as a group, however, it was found that this made the meeting too long, hence the switch to a questionnaire format for subsequent meetings.

RESULTS

Problems

The five major problems identified, in order of significance, were as follows:

	<u>MEETING 1</u> <u>7 Participants</u>	<u>Meeting 5</u> <u>11 Participants</u>	<u>Overall</u>
1.	Misuse of natural resources..	Lack of housing.	Lack of housing
2.	Lack of housing.	Lack of Recreational facilities.	Alcoholism
3.	Alcoholism	Alcoholism	Racial Prejudice attitudes.
4.	Racial Prejudice	Racial Prejudice	Lack of Recreational facilities.
5.	Lack of Health Care Services	Lack of Extended Care Home	Misuse of Natural Resources
6.			Lack of Extended Care Home
7.			Lack of Health Care Services.

Other problems mentioned, (listing only those which attracted votes on the second ballot) in approximate order of support, included vandalism, lack of cultural activities, no special education for disabled learners, lack of support for small business, 2, 4-D spraying, lack of specialist medical services, lack of social and psychiatric services, isolation from decision-making centres, poor transportation links and the town's poor tax base.

The overall rankings are obtained by simply adding the final scores from the two meetings. In no case did these additions bring a listed problem to a higher position than one shown as ranked.

Identification of Causes

We have combined the causes identified at the two meetings in this section, as we feel that to list them independently would fragment the conclusions. We have, in a sense, taken a liberty by combining the problem statement "racial attitudes" and "racial prejudice", since one group was tending more towards discussing problems caused by passivity and indifference than the other. However, we think the combination is valid in that the problem is evidently the same despite the difference in description.

Causes are listed throughout in approximate order of significance with susceptibility to solution similarly ranked.

Solvability

1. Lack of Housing

Lack of funding (for construction and cheaper mortgages)	2
Lack of serviced lots	1
Single party occupancy	7
Lack of trailer parks	4
Poor landlord/tenant relations	5
Few multiple-unit dwellings	3
High material costs	8
Summer cottages unoccupied in winter	6

1. Lack of Housing (continued)

Some solutions offered were funds for construction, mortgage subsidies, by-laws to favour multiple-unit dwellings, more bachelor apartments, education of landlords and tenants, and smaller building lots.

2. Alcoholism

Lack of social and recreational outlets	2
High availability and acceptance	1
Isolation	10
Personal problems	7
Harsh climate	11
Lack of treatment facilities locally	5
Nature of work	9
Lack of information	3
Alienation of native people	8
Lack of parental supervision	4
Population imbalance (by sex) in some areas	6

Some solutions offered were raising of the drinking age, instituting family counselling and information programs, introducing treatment programs, and improving recreational and social outlets.

3. Racial Attitudes/Prejudice

	<u>Solvability</u>
Stereotyping of others	4
Lack of understanding and respect	5
Failure to communicate	1
Paternalism by government	3
Failure to recognize the problem exists	6

Solvability

Unwillingness to accept fact of cultural differences

7

Inherited prejudice

2

Solutions offered included initiating discussion in schools about the problem, rather than sidestepping it; using community information media to spread information on the other culture, teaching children about other cultures, and a general effort by all to be more understanding and respectful of others.

4. Lack of Recreational Facilities

Culture becoming too materialistic

Lack of interest in improvements.

People wrapped up in own problems.

Fund-raising difficulties (competition from lotteries).

The group which analysed this problem did not produce an order of solvability, nor did they articulate specific solutions.

5. Misuse of Natural ResourcesSolvability

Exploitation of financial gain.

7

Poor conservation management.

5

Lack of enforcement

3

Poor allocation of conservation funds

6

Lack of local knowledge

2

Lack of forest regeneration.

4

Lack of local control.

1

The group analyzing this felt that local residents should make sure they inform themselves about the consequences of misuse. They believed local control and strict enforcement of existing laws could also contribute to solving this problem, though in the long run the commercial value of natural resources was the greatest factor in their misuse.

6. Lack of Extended Care Home

Lack of funding.

Not exploring right avenues.

People ignoring problem until it involves them.

Lack of community effort.

The group analysing this problem did not produce an order of solvability. They felt that the town had to attack all the causes together to solve the problem and obtain the home.

7. Lack of Health Care Services

Lack of public awareness. 1

Lack of subsidies. 2

Lack of housing. 3

Some solutions offered were a public information program, hospital amalgamation and more co-ordination between hospitals on specialist services.

		<u>NEEDS</u>	
<u>MEETING #1</u>		<u>MEETING #5</u>	<u>OVERALL</u>
7 participants		10 participants	
1. Better conservation programs.		More housing.	More housing.
2. More housing.		More recreational facilities.	Improved conservation programs.
3. Psychiatric services.		Extended Care Home ¹ Senior Citizens	¹ Extended Care Home
4. Extended Health Care ¹ Facilities		Raised social Consciousness	² Raised social consciousness.
5. Small business development		Small Scale Economic Development*	Small Business Development.*
6. Preventive social work.		² Spiritual Development	
7. ² Love for neighbours		Special education programs.	

This analysis was more difficult to conclude owing to the overlapping between categories we have shown as amalgamated. For example, group 1's extended health care facilities included but was not limited to an extended care home for senior citizens. We hope that we have not misrepresented the opinions of participants by including "spiritual development" and love of neighbours under "raised social consciousness".

* Amalgamated Categories

- | | | |
|---|---|---|
| 1 | " | " |
| 2 | " | " |

QUESTIONS ASKED AT MEETINGS

-23-

The tabulation of the questions asked at meetings supplemental to those in the circulated questionnaire is included as Appendix 7. We would note some items of specific interest:

- a strong endoresement of a locally based body to control development.
- an endorsement of some wide powers for this body - and a rejection of some others suggested.
- a general ignorance of the boundaries of the Sioux Lookout Planning Area.
- an approximate order of preference for future types of development, namely;
 - alternative energy projects
 - traditional pursuits
 - agricultural
 - commercial services
 - tourism
 - manufacturing
 - woods industry
 - administration services
 - mining
 - nuclear spent fuel storage.

Both groups were united in selecting mining and nuclear spent fuel storage as the two least desirable developments.

- a strong preference was shown for an area population increase below 40% in the next eleven years.
- formation of a separate province in Northern Ontario was slightly more popular than separating to join Manitoba, or remaining in Ontario.
- general approval of the role of the Ministry of Northern Affairs was expressed.
- a strong support was expressed for the idea of the Commission as a permanent advisory body to government.
- an examination of the possibility of regional government was favoured.

It is obvious that attempting a more mathematical synthesis of three different opinion-gathering processes, each having somewhat different aims, would be an impossibility and was not our intention. Rather we chose to rely upon that most sensitive and least understood of analytical machines, the human mind. In doing so, we were at pains to maintain our awareness of our susceptibility to subjective input and personal bias. In order to try to reduce this influence as much as possible, we have carefully reviewed all stated conclusions jointly.

A rather obvious problem in the synthesis of the conclusions is the relative importance to be assigned to views arising from each process. Our hope was that meeting participation would be large enough to show the workshop process as the most authoritative, but this was not to be. Instead, we have chosen to view the processes as approximately equal in importance. Where the conclusions of one process appear to conflict with those of another, we have noted this in our conclusions.

CONCLUSIONS

Our first conclusion, that there was a low level of interest in the project among the residents of Sioux Lookout, became obvious in its early stages. A much greater effort was put into publicity than had been originally planned, using every available type of media. Although the response to the questionnaire and interview programs improved, the low attendance at the meetings revealed that interest was still lacking where more effort on the part of the individual was required. Our feeling is that the poor response to this project is indicative either of a general lack of interest or a lack of confidence, in the Royal Commission on the Northern Environment. However, among those who did participate in the project, there is a fair degree of support for the Commission. People may have considered this project an unnecessary repetition of the information gathering process at the hearing held in Sioux Lookout in November, 1977 and without the drama of these meetings. Another suggested explanation for the apparent apathy towards these meetings is that Sioux Lookout is over-organized and that those who would have been interested had conflicting commitments.

The results of the project demonstrate general support for the opinions and ideas presented in the original brief. The testing of statements from the original brief in the questionnaire revealed general agreement with the views put forth on behalf of the Town and discussion in interviews and meetings often echoed the hopes and aspirations stated or implied in the initial brief. The overall conclusions of the questionnaire are generally consistent with those of the interviews and the meetings, although attitudes towards development differed somewhat. The questionnaire results favoured large-scale development for the area, although small-scale development was preferred for the town itself. The interviewees were generally in favour of medium-scale development in the Town, whereas those who attended the meetings approved only of cottage industry and small business. The development of alternative technology, agriculture, and traditional pursuits had wide appeal. Tourism is generally approved of. There is a definite antipathy to nuclear waste storage. The questionnaire and interview results both revealed that few people want to see a new settlement near Sioux Lookout and that most feel that Sioux Lookout should be the townsite for any new development in the area. As for the effects of development on the physical environment, the area of forest regeneration which causes the greatest concern; there is a feeling that present methods are inadequate, which may or may not be the result of a lack of current information.

Housing, alcoholism and racial attitudes are considered to be Sioux Lookout's top problem; each process supports this conclusion. The housing problem is the most easily solved in the minds of the interviewees and participants at meetings and various suggestions were offered. Almost everyone who took part in the study perceived alcohol as a serious problem but few could suggest solutions.

The high priority assigned to the problem of racial attitudes, and the mixed feelings expressed by the interviewees about the problem, suggest that the agreement in the question - that there is a need for improved communications and understanding between the cultures - must

be followed through into action, and that is where the difficulty lies. In light of this conclusion, the statement in the original brief, that relations between the two cultures are generally good, is open to question.

In response to the need for a wider range of services for senior citizens, an extended care home is the first priority. Opinion was divided as to whether better recreational facilities are needed. A large majority of respondent are willing to pay increased taxes to help finance improvements to the town.

Generally local specific concerns attracted more attention than larger theoretical issues, such as political power, decision-making processes and lifestyles; this may have been due in part to the tone of the original brief. However, there is a general feeling that there must be more local involvement in planning of the area's future and more local control over development.

